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THE NATIONAL PARK SERVICE AND SUBSISTENCE: A SUMMARY

November, 1977

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National Park Service

Pam:639:(*49) NEW

POLAR PAM 4920

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THE NATIONAL PARK SERVICE AND SUBSISTENCE

The Service has a deep concern for subsistence needs on its proposed parklands and has for years pursued an active subsistence research program to gather detailed subsistence data for a better understanding of this unique lifestyle. Over ten man-years of professional anthropological research have been conducted since 1974 on the nature of subsistence in the proposed parklands. At the present time we have extensive knowledge and reports about subsistence activities on all proposed parklands except for the newly proposed Noatak National Preserve and the extension to Glacier Bay National Monument. Steps are being taken at this time to institute a subsistence research project for the Noatak proposal and there appears to be no subsistence use of the Glacier Bay extension.

In addition, the Service assigned a cultural anthropologist and a planner long familiar with Bush Alaska to develop draft guidelines for the management of subsistence in the parklands. These draft guidelines were widely circulated in Alaska for public comment, and these comments and Departmental policies guided the revision of the draft NPS guidelines into the Secretary's position on subsistence for all d(2) land proposals.

The essence of what we have learned is that subsistence is a lifestyle characterized by primary dependence upon the land, but which requires a certain degree of dependence upon the cash economy. It is an economic and cultural necessity for many rural Alaskan residents, both Native and non-Native. Subsistence is not static, but is a dynamic lifestyle that is

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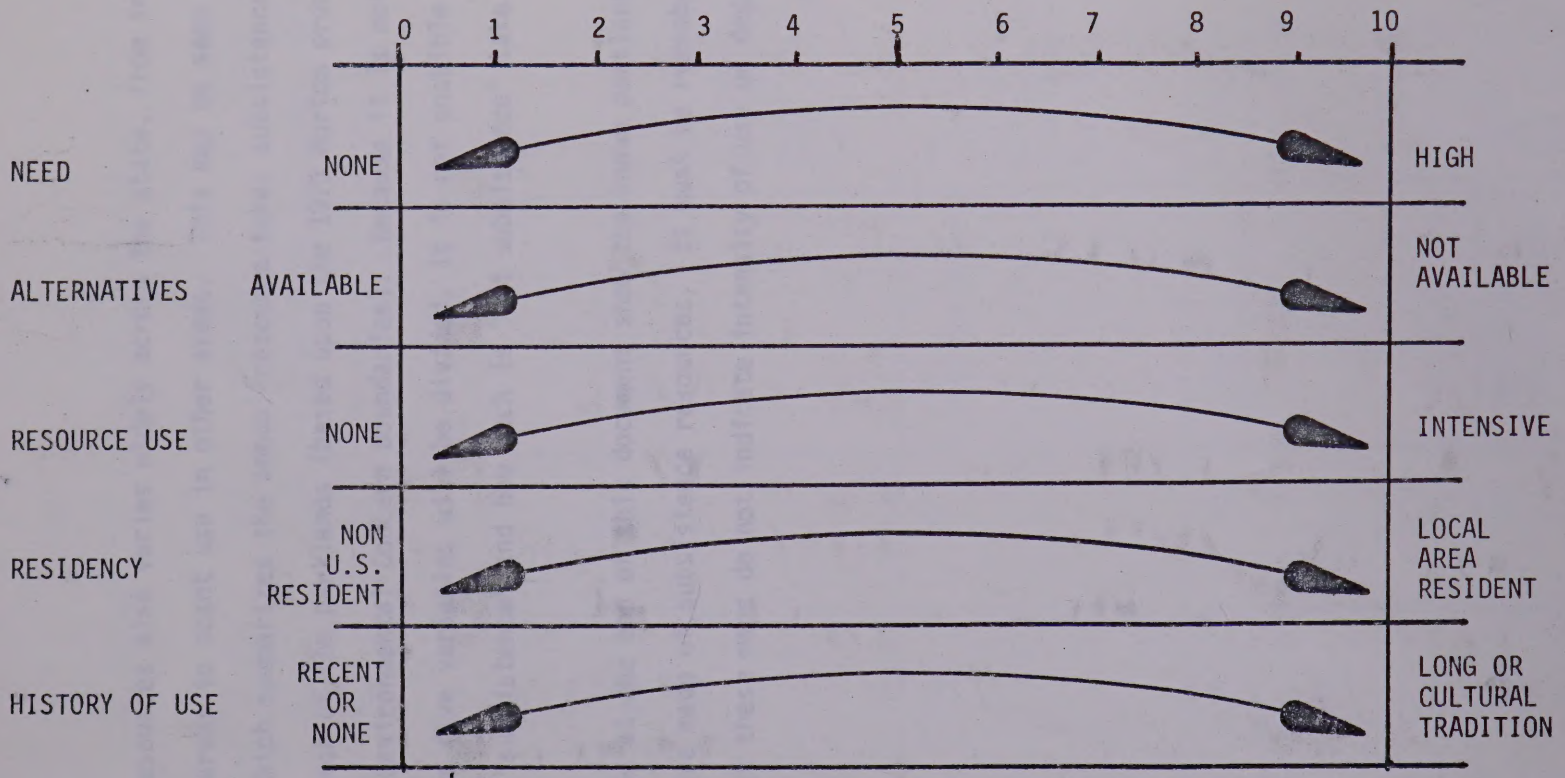
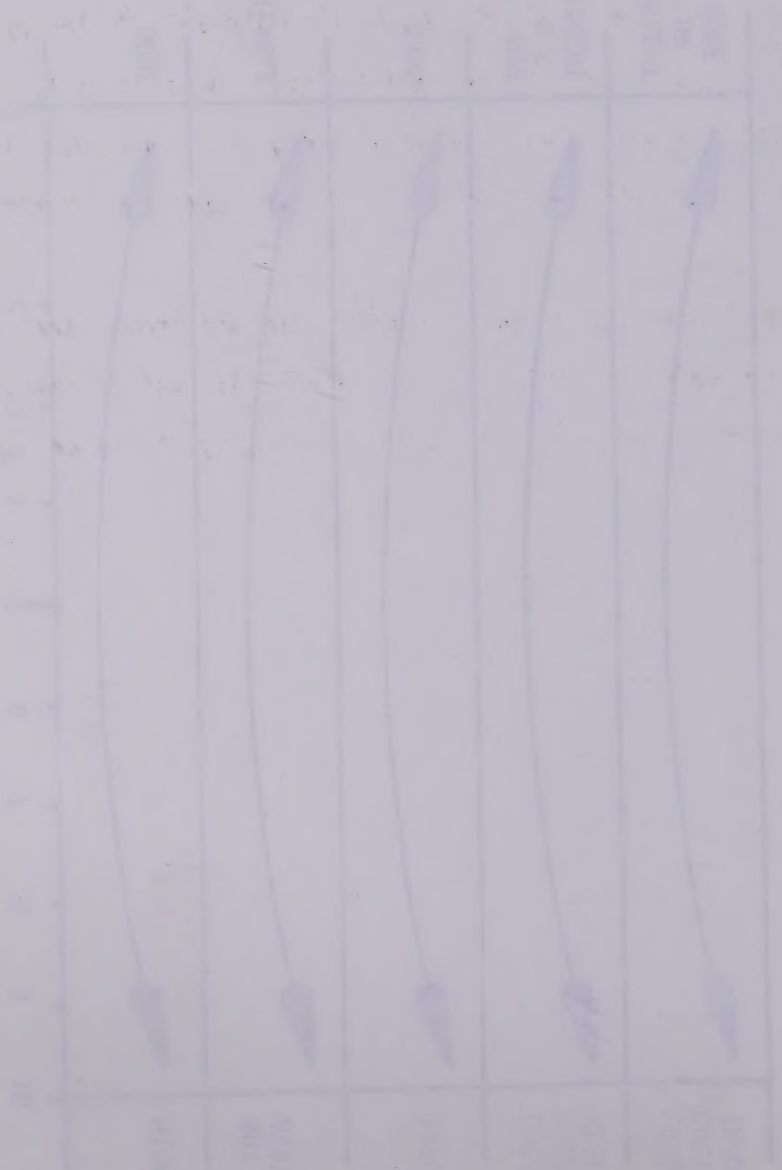
ever-changing, both geographically and over time. Subsistence needs and practices vary widely across the state, from a major dependence in the northwestern Alaska proposals to scant dependence in most other proposed parklands. We have also learned that few people agree as to what "subsistence" is because almost everyone has his own mental picture of it. The nature of this problem can be explained by Table A, which shows the five fundamental subsistence variables derived by the Service from its work with subsistence. Each independent variable grades from one extreme where everyone would agree it is "not subsistence", to the other extreme where everyone would agree it "is subsistence". But, the point where one draws the line separating the two extremes varies widely, depending upon one's personal background, self-interests, understanding of the variables, and the relative importance attributed to each variable. Thus, it is most unlikely that any definition of subsistence can be developed that will be acceptable to everyone. Furthermore, it is likely that there will have to be several definitions of subsistence across the state because of the regional and local differences in subsistence needs, patterns, and takes.

TABLE A

SUBSISTENCE VARIABLES





The use of resources also varies widely across the state, from intensive use in some areas to scant use in other areas. This may be seen clearly in Table B which summarizes the annual resource take, subsistence and sport, for each of the parklands (based upon the 1973 Morton proposal and Area of Environmental Concern boundaries). Because it is not known how the above five variables will be divided, it is not possible to say how much is "subsistence" and how much is "not subsistence" take.

Maps provided at the end of this document show the known parkland areas where uses are made of subsistence resources. It must be remembered, however, that these maps do not indicate intensity of use or degree of dependency.

TABLE B

SUMMARY OF TOTAL RESOURCE USE IN PARKLAND PROPOSALS AND AEC'S

PARKLAND	MAX DIRECT & INDIRECT USERS	MAX DIRECT USERS	PRIMARY DEPENDENCY ON PARKLAND AND AEC RESOURCES	MAJOR RESOURCES TAKEN ANNUALLY BY ALL USERS, SUBSISTENCE AND SPORT
AKCHAK	380	50	SLIGHT (0-49 people)	Moose (9), caribou (16)
ING LAND BRIDGE hukchi-Imuruk)	850	500	MODERATE (50-99 people)	Polar bear(0-10);brown bear (2-8);moose(12-25);seals (350-1100);squirrels(120-375);;ptarmigan(650-1000); hare(300-550);fox(150-260); waterfowl(1100-5200);salmon 2400-3800);whitefish(1800-2600);other fish(2100).
E KRUSENSTERN	4,000	500	HEAVY (100-499 people	No quantitative data. Heavy take of seals, salmon and whitefish. Also taken are caribou, beluga whales, waterfowl, ptarmigan, moose & berries.
ALI EXTENSIONS t. McKinley)	95	95	SLIGHT (0-49 people)	Moose(35-47);caribou(5); black bear(5);beaver(150-250);(mostly in North Extension.
ES OF THE ARCTIC	300	110	MODERATE (50-99 people)	Caribou(1000-2000);sheep (20-50);moose(35-50);bear (35-55);beaver(30-50);ptarmigan(600-900);waterfowl (300-500);salmon(100-200); sheefish(200-300);whitefish (3000-4500);firewood(65-100 cords);berries(80-150 gal.)

PARKLAND	MAX DIRECT & INDIRECT USERS	MAX DIRECT USERS	PRIMARY DEPENDENCY ON PARKLAND AND AEC RESOURCES	MAJOR RESOURCES TAKEN ANNUALLY BY ALL USERS, SUBSISTENCE AND SPORT
IER BAY EXTENSIONS	No data-(probably none)	No data-(probably none)	No data-(probably slight)	No data (Probably none)
AI EXTENSION	750	650	MODERATE (50-99 people)	Moose(25-50);caribou(50-100 ptarmigan(100-200);salmon (25-50)
AI FJORDS	50	40	SLIGHT (0-49 people)	Goat(1);black bear(2);seal (15);bottom fish(400);salmon(1000).
JK VALLEY	1,200	150	HEAVY (100-499 people	Caribou(1000-2000);moose(20-30 bear(15-30);beaver(15-35);ptarmigan(200-300);waterfowl(1000--2000);salmon(2000-8000);sheefish(500-1000);firewood(20-35 cords);berries(40-90 gal);other plant foods(70-100 gal).
E CLARK	250	200	MODERATE (50-99 people)	Moose(25-30);caribou(75-125); black bear(10-12);brown bear(1-3);sheep(0-3);hare(200-300); porcupine(100-125);beaver(100-200);ptarmigan(500-600);grouse (100-150);waterfowl(150-250); salmon(8000-30000);grayling (1500-2000)lake trout(500-750).

PARKLAND	MAX DIRECT & INDIRECT USERS	MAX DIRECT USERS	PRIMARY DEPENDENCY ON PARKLAND AND AEC RESOURCES	MAJOR RESOURCES TAKEN ANNUALLY BY ALL USERS, SUBSISTENCE AND SPORT
TAK	No data (probably less than 500)	No data (probably less than 50)	No data,(probably, slight)	NO DATA
NGELL-ST. ELIAS	500	250	MODERATE (50-99 people)	Moose(250-310);caribou(100-160);black bear(12-21); brown bear(30-40);sheep (310-363);goat(35-60); bison(15-20);hare(50-700); grouse & ptarmigan(35-200) salmon(2000-5000).
ON-CHARLEY	300	50	SLIGHT (0-49 people)	Moose(20-30);caribou(4-5); black bear(15-20);sheep(3-5);salmon(9000-11500); firewood(65 cords).

E: Does not include animals taken solely for pelts.

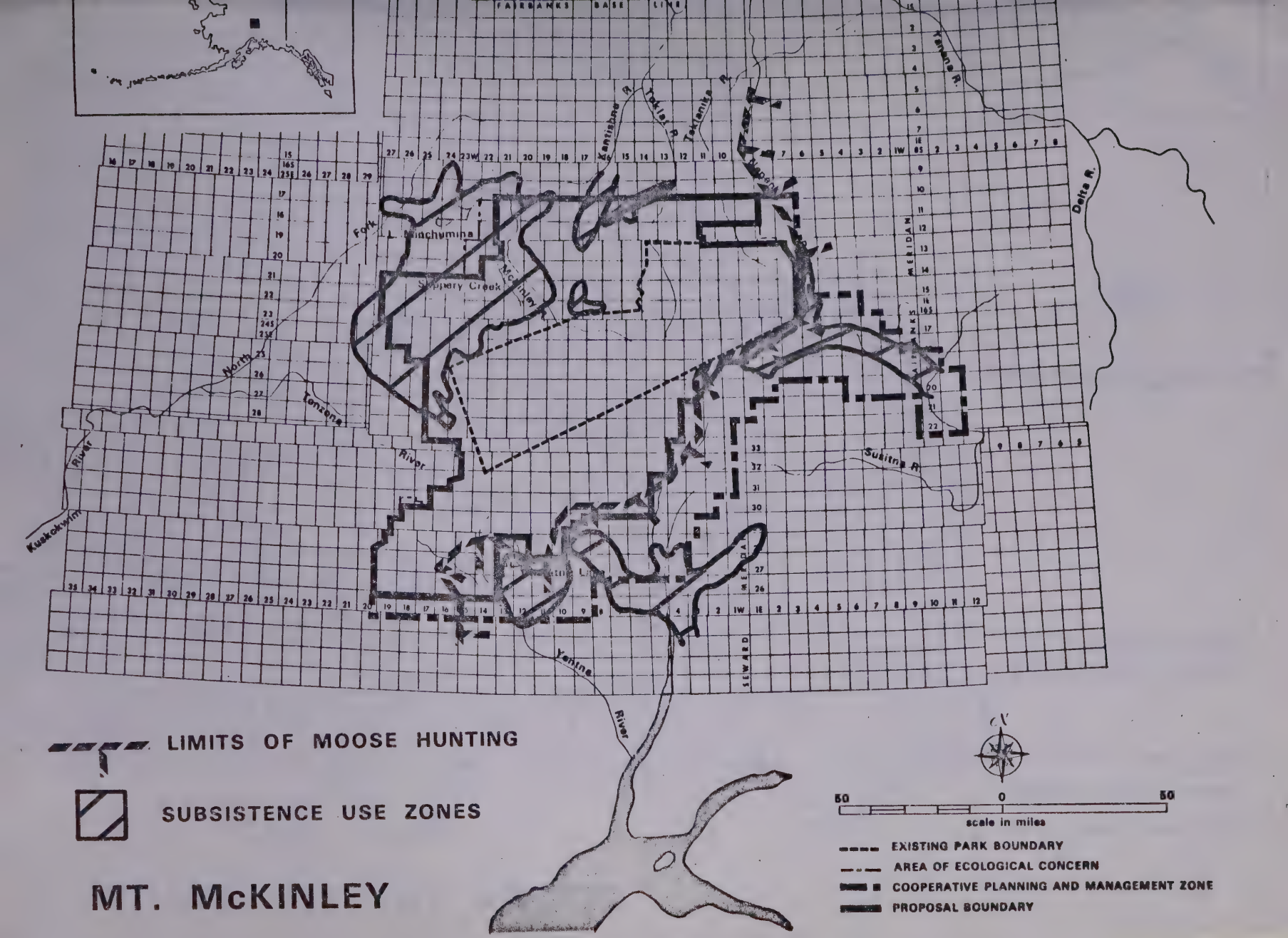
It is clear that however subsistence may eventually be defined, it varies widely among the proposals. Any system developed to manage subsistence on the parklands must recognize this variability. Some areas will require development of complex mechanisms, such as local subsistence boards, which would determine who is, and who is not, a genuine subsistence user to be permitted continued use of parkland resources on a priority basis. Such areas would probably include the Kobuk National Monument, Cape Krusenstern National Monument, Gates of the Arctic National Park, Bering Land Bridge National Preserve, Lake Clark National Park and Preserve, and perhaps, the newly proposed Noatak National Preserve. Some parklands have so few users that an elaborate system of local boards is unnecessary and subsistence needs could be adequately and simply served by issuing special use permits to everyone (and their descendents) who was dependent upon the resources prior to establishment of the parkland. Areas such as this would include Yukon-Charley National Preserve, the extensions to Katmai National Monument, the north extension to Denali National Park (Mt. McKinley), Aniakchak National Preserve, and Wrangells-St. Elias National Park and Preserve. Finally, in some parklands virtually no one uses the parkland resources who does not have extensive and adequate alternative areas for use, and so there is no need to grant special subsistence privileges. Such areas would include the Kenai Fjords National Park, Aniakchak National Monument, the south extension to Denali National Park, and the extension to Glacier Bay National Monument.

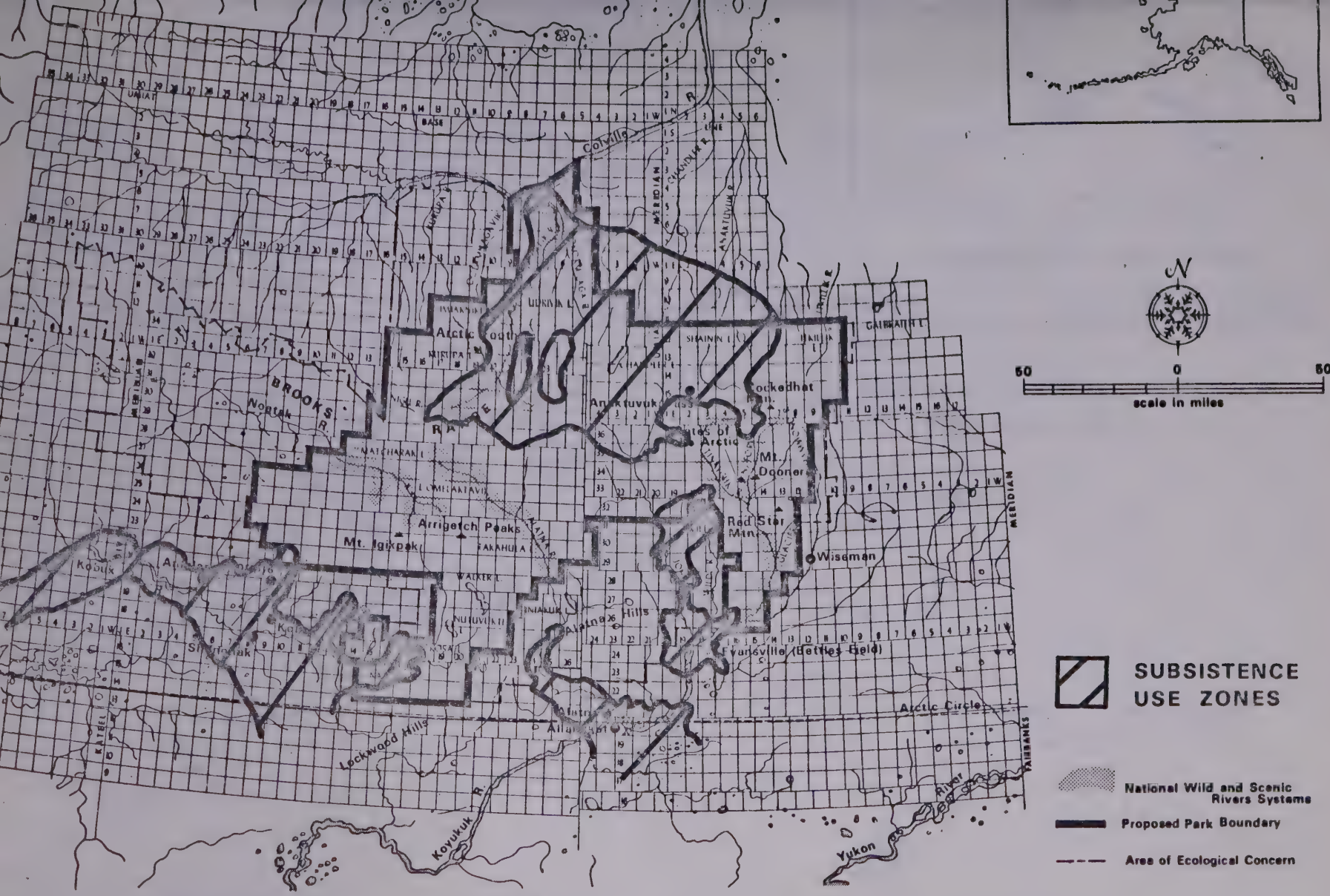
The Service wishes to ensure the opportunity for genuine subsistence needs to be met by a management system which appropriately balances the needs of true subsistence users, the protection of the resources, and the rights of our nation's people. This opportunity and the national interests in the parklands should not be endangered by the granting of special subsistence privileges to people who are not genuine subsistence users. It is crucial that the flexibility and variability of the subsistence lifestyle be recognized by mandating a management system capable of responding to this dynamic quality. To prevent social disorder and as a matter of equity, it is essential that the needs of all genuine subsistence users be met, regardless of race.

Finally, the Service continues to study subsistence within its proposed parklands and to work toward developing a management system and policy which will responsibly meet the needs of the genuine subsistence user while maintaining the mandates of the Service for the preservation of the parkland resources and providing for their public enjoyment.

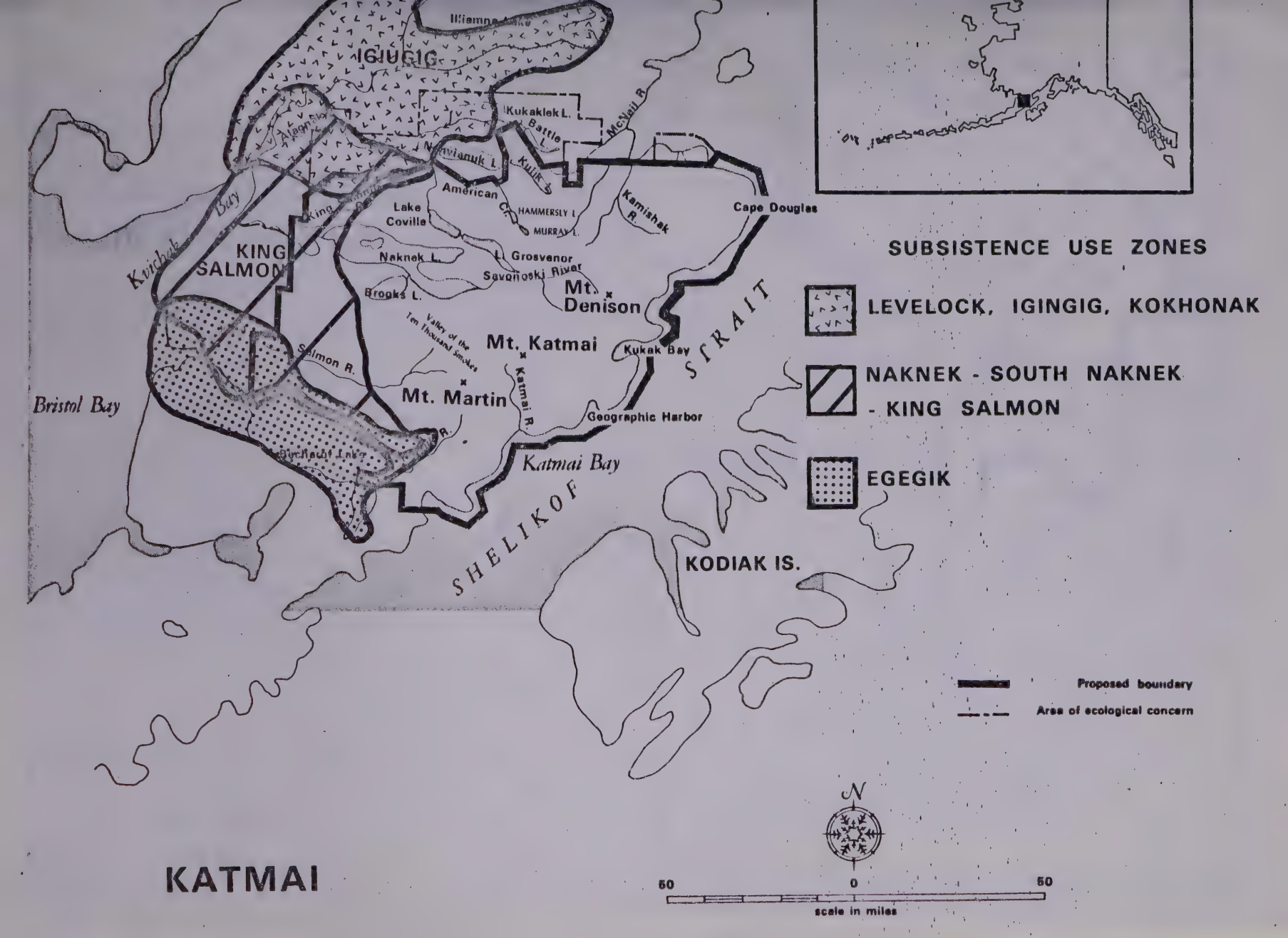
N
0 5 10 20 40
scale in miles
ARCTIC CIRCLE
KATEEL RIVER
BASE LINE
Area of ecological concern
BLM Watershed Management
Proposed boundary
SUBSISTENCE USE ZONES

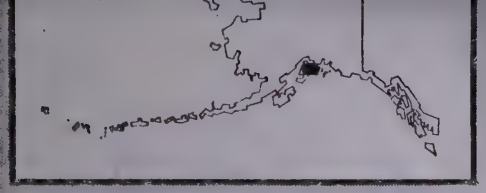
CAPE KRUSENSTERN


FAIRBANKS BASE LINE
Kantishna R.
Toklat R.
Teklanika R.
Nenana R.
Delta R.
Fork
L. Minchumina
Slippery Creek
McKinley
MERIDIAN
North
Tonzona
River
Kuskokwim
Susitna R.
SEWARD MERIDIA
Yentna
River
LIMITS OF MOOSE HUNTING
SUBSISTENCE USE ZONES
MT. McKINLEY
50
0
50
scale in miles
EXISTING PARK BOUNDARY
AREA OF ECOLOGICAL CONCERN
COOPERATIVE PLANNING AND MANAGEMENT ZONE
PROPOSAL BOUNDARY



GATES OF THE ARCTIC


IGIUGIG
Kukaklek L.
Battle L.
McNeil R.
Nonvianuk L.
Kulik L.
American Cr.
HAMMERSLY L.
MURRAY L.
Kamishak R.
Cape Douglas
Lake Coville
King Salmon
Kvichak Bay
Naknek L.
Grosvenor
Savonoski River
Brooks L.
Mt. Denison
Valley of the Ten Thousand Smokes
Mt. Katmai
Kukak Bay
STRAIT
Salmon R.
Mt. Martin
Katmai R.
Geographic Harbor
Bristol Bay
Katmai Bay
SHELIKOF
KODIAK IS.
SUBSISTENCE USE ZONES
LEVELOCK, IGINGIG, KOKHONAK
NAKNEK - SOUTH NAKNEK - KING SALMON
EGEGIK
Proposed boundary
Area of ecological concern
N
50
0
50
scale in miles
KATMAI



HARDING ICEFIELD -KENAI FJORDS

SUBSISTENCE USE ZONES

SEASONAL

ANNUAL

PROPOSAL BOUNDARY

AREA OF ECOLOGICAL CONCERN

KENAI

COOK INLET

KENAI PENINSULA

Skilak Lake

Tustumena Lake

SEWARD MERIDIAN

T1N

T1S

R1W

Seward

Base Line

SEWARD

NINILCHIK

KENAI ICEFIELD

HARDING

Fox River

Bradley L.

Aialik Bay

Aialik Pen.

Resurrection Bay

Harris Pen.

Chiswell Is.

KENAI PENINSULA

KENAI MOUNTAINS

HOMER

Bay

Two Arm Bay

East Arm

Aialik Bay

PORT GRAHAM

KENAI

Nuka Bay

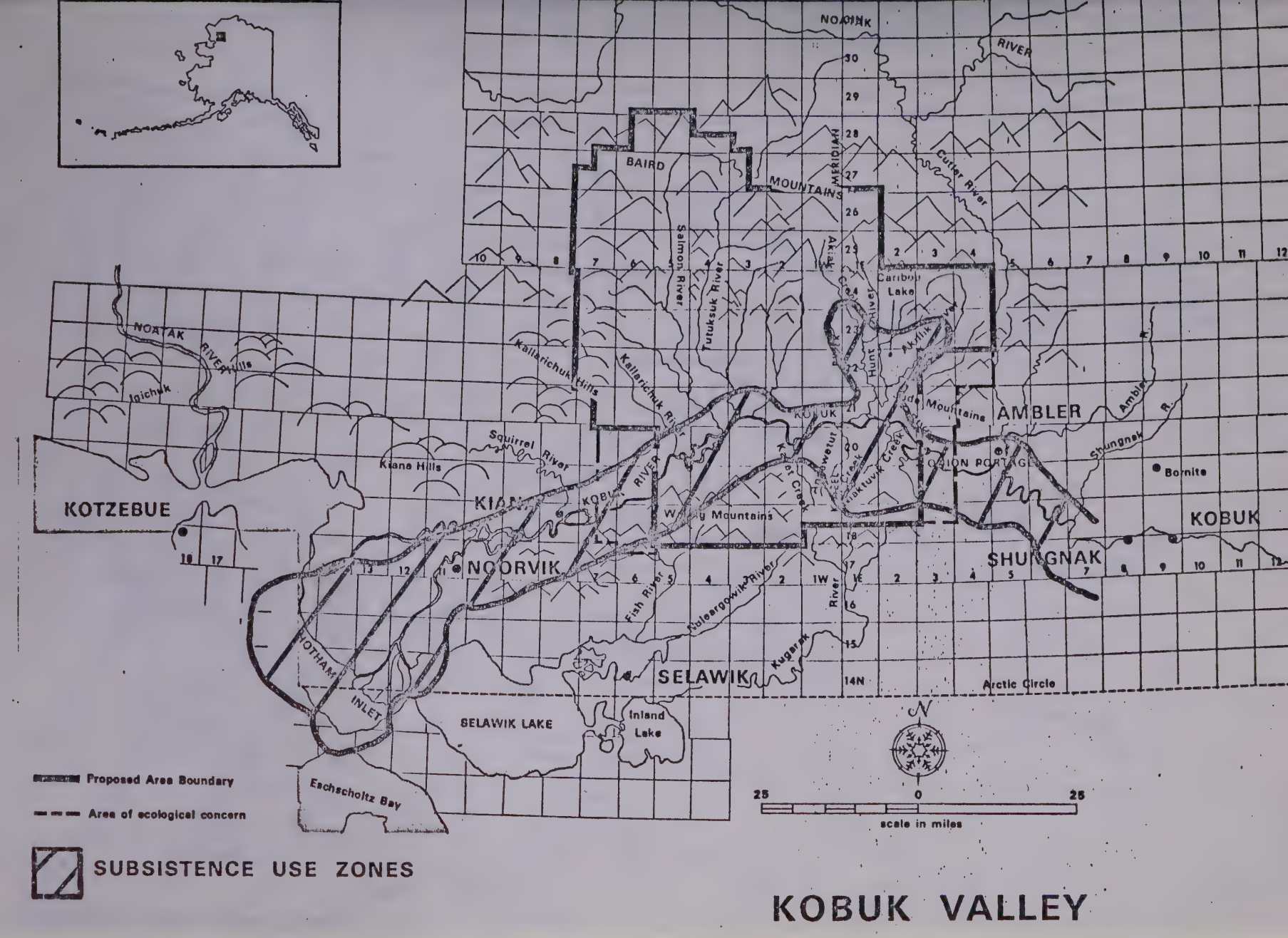
Fye Is.

ALASKA

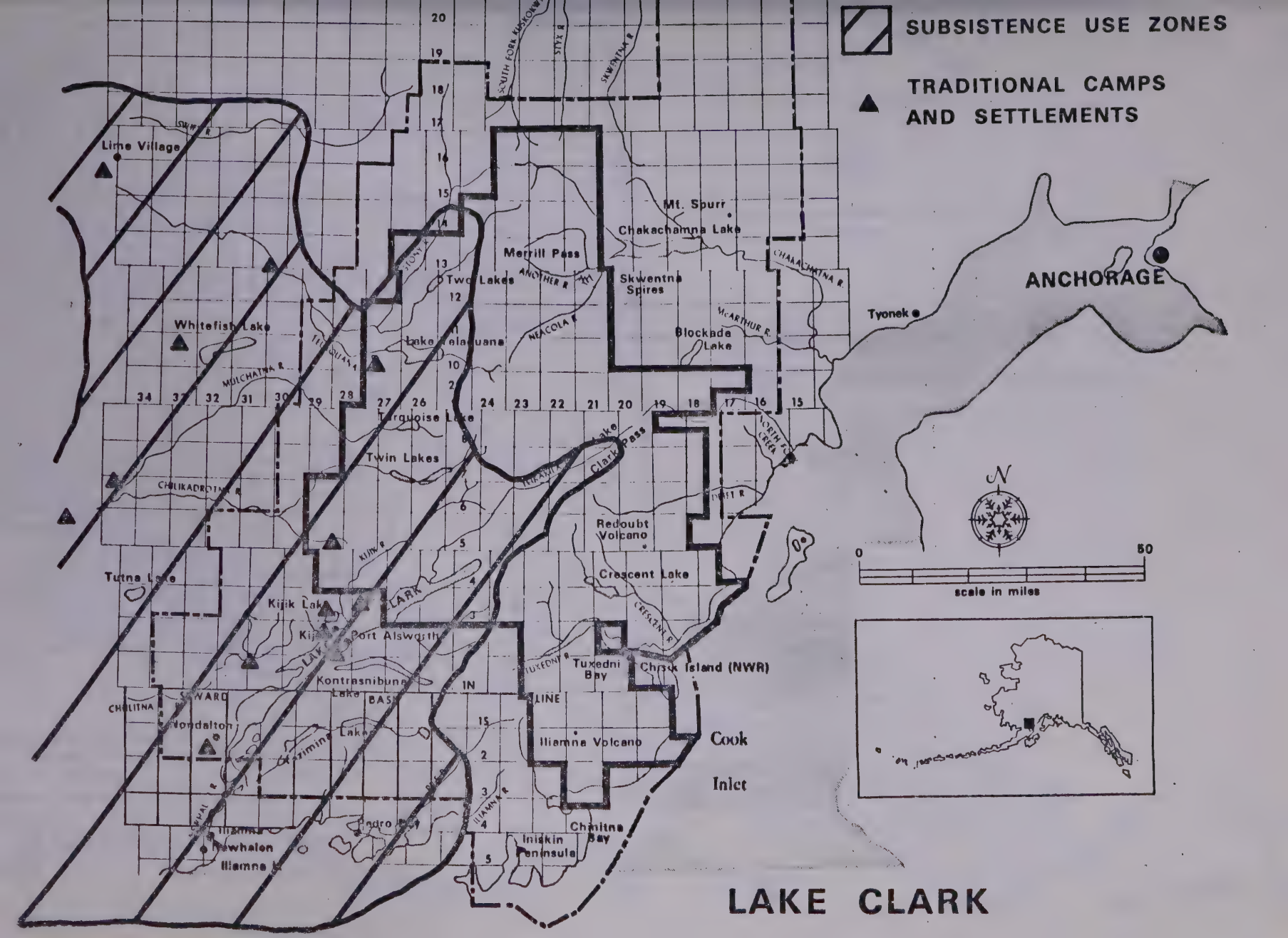
GULF OF ALASKA

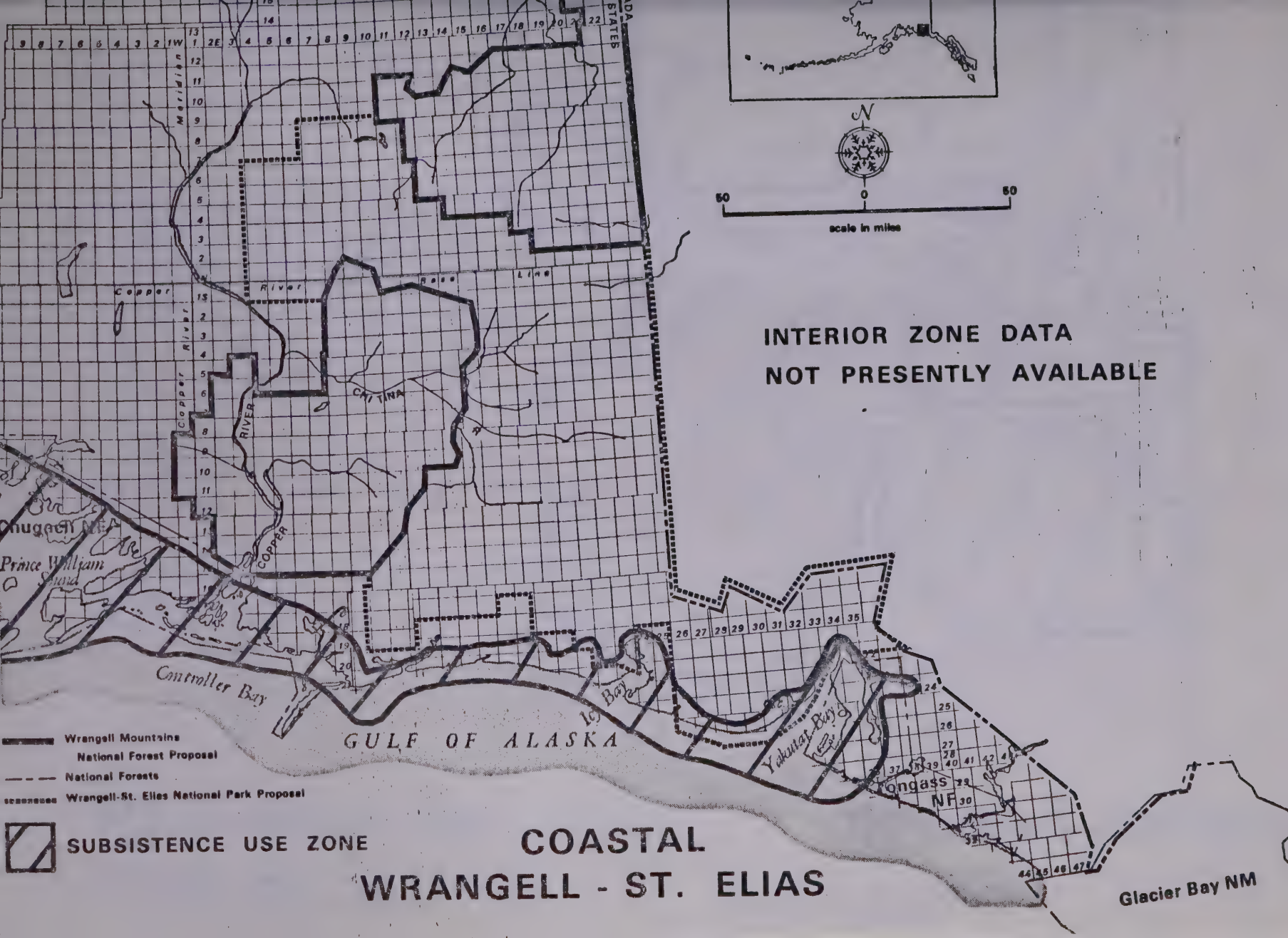
20 0 20

scale in miles



KOBUK VALLEY


SUBSISTENCE USE ZONES
TRADITIONAL CAMPS AND SETTLEMENTS
Lime Village
Whitefish Lake
Twin Lakes
Turquoise Lake
Lake Telaquana
Merrill Pass
Two Lakes
Mt. Spurr
Chakachamna Lake
Skwentna Spires
Blockade Lake
Tyonek
ANCHORAGE
Redoubt Volcano
Crescent Lake
Tuxedni Bay
Chisik Island (NWR)
Kontrasnibuna Lake
Iliamna Volcano
Cook Inlet
Chinitna Bay
Iniskin Peninsula
Port Alsworth
Kijik Lake
Tuina Lake
Clark Pass
Kijik R.
Chilikadrotna R.
Mulchatna R.
Neacola R.
McArthur R.
Chakachatna R.
Skwentna R.
Styx R.
South Fork Kuskokwim R.
Swift R.
Crescent R.
Iliamna R.
Chilitna R.
Seward
Tondalton
Iliamna
Newhalen
Iliamna L.
0
50
scale in miles
N
LAKE CLARK


INTERIOR ZONE DATA
NOT PRESENTLY AVAILABLE
50
0
50
scale in miles
Copper River
Copper River Basin
CANTWELL
RICHARDSON HIGHWAY
Prince William Sound
Controller Bay
GULF OF ALASKA
Yakutat Bay
Tongass NF
Glacier Bay NM
Wrangell Mountains
National Forest Proposal
National Forests
Wrangell-St. Elias National Park Proposal
SUBSISTENCE USE ZONE
COASTAL
WRANGELL - ST. ELIAS

Birch Cr.
BIEDERMAN
Kandik River
Nation River
NATION
Charley River
Fortymile River
Eagle
Tatonduk River
FAIRBANKS BASE LINE
SUBSISTENCE USE ZONES
PROPOSAL BOUNDARY
AREA OF ECOLOGICAL CONCERN
N
YUKON - CHARLEY
24 12 0 12 24
scale in miles

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